Popular Government

December 1956

UNC Campus with the Touch of Winter

PUBLISHED BY THE INSTITUTE OF GOVERNMENT
UNIVERSITY OF NORTH CAROLINA
Chapel Hill

VOL. 23 DECEMBER, 1956 NUMBER 4

CONTENTS

THE CLEARINGHOUSE 1
The Fair Trade Act and Governmental Purchasing 1
Preparation for Revaluation—a new guidebook 1
Large Group Attends ESC Institute 2
Annual Meeting of County Tax Supervisors Held 2
School Held for County Attorneys 15
LEAGUE OF MUNICIPALITIES ADOPTS EXTENSIVE LEGISLATIVE PROGRAM 3
PROPOSED REVISIONS OF HEALTH LAWS 3
COUNTY COMMISSIONERS SEEK EIGHT ACTS 4
COUNTY ACCOUNTANTS REQUEST LEGISLATION 4
ASSOCIATION OF REGISTERS OF DEEDS ASKS ADOPTION OF SIX PROPOSALS 5
PROPERTY TAX CHANGES PROPOSED FOR 1957 5
DEPARTMENT OF MOTOR VEHICLES RECOMMENDS CHANGES IN MOTOR VEHICLE LAWS 7
THE WHAT, HOW, AND WHY OF POSITION CLASSIFICATION AND PAY PLAN 9
ASSESSING BUSINESS INVENTORIES FOR TAXATION 12
BOOKS OF CURRENT INTEREST 16

COVER

Most of North Carolina has not yet felt the real touch of winter this season, but this scene from the University of North Carolina campus serves as a reminder that spring is still a long way off.

POPULAR GOVERNMENT is published monthly except January, July, and August by the Institute of Government, The University of North Carolina, Chapel Hill. Editor: Albert Coates. Assistant Editors: Zebulon D. Alley, Clyde L. Ball, Vernon Lee Bounds, George H. Esser, Jr., Neal Forney, Philip P. Green, Jr., Roy G. Hall, Jr., Donald B. Hayman, Joseph P. Hennessee, Walter L. Horton, Jr., Durward S. Jones, Henry W. Lewis, Roddey M. Ligon, Jr., John Alexander McMahon, John L. Sanders, Royal G. Shannonhouse, Warren J. Wicker. Editorial, business and advertising address: Box 990, Chapel Hill, N. C. Subscription: Per Year, $3.00; single copy, 35 cents. Advertising rates furnished on request. Entered as second class matter at the Post Office in Chapel Hill, N. C. The material printed herein may be quoted provided proper credit is given to POPULAR GOVERNMENT.

THE CLEARINGHOUSE

Public Purchasing

The Fair Trade Act and Governmental Purchasing

The North Carolina General Assembly passed a fair trade act in 1937 (General Statutes, Chapter 66, Article 10). This action followed passage of the federal act on the same subject which provided that certain contracts between manufacturers, wholesalers, and retailers to maintain minimum prices for branded products would not be illegal if permitted under state legislation. Out of this legislation, and similar legislation in other states, has developed the fair-trade system.

The significant part of the North Carolina act, insofar as local governments are concerned, is the part of the act which provides that it ". . . *shall not apply to any prices offered in connection with or contracts or purchases made by the State of North Carolina or any of its agencies, or any of the political subdivisions of the said State.*" (G.S. 66-57.)

Thus no retailer or wholesaler need fear a suit for damages if he should offer any local government an item at a price below the fair trade minimum. Moreover, it would appear that any vendor, who has a contract with a manufacturer and who has suffered direct or indirect reprisal from the manufacturer because of selling to the state or a local government at less than the fair trade price, would have recourse against the manufacturer for any damages suffered.

The practical problem presented by fair trade pricing practices, however, is quite different. Many suppliers will bid the fair trade minimum when offering an item to local governments regardless of the fact that the fair trade act does not apply to such contracts. The law, of course, does not require that a supplier bid less than the fair trade price. There is nothing to stop him from offering any bid he desires. That a certain bid may be the same as the fair trade price for the item may or may not be a coincidence. Frequently, in such situations, all bidders will offer the same price. In most cases this does not reflect collusion, but simply adherence to the fair trade minimum. No law has been violated and the purchasing official is faced with tie bids at prices higher then he feels should prevail.

Devices to Lower Bids

In regular commercial trade channels it is unlawful to attempt to evade the fair trade minimum by such devices as the offering of prizes or by the selling of non-fair traded items at exceedingly low prices in connection with fair traded items. However, since governmental agencies are exempt from the fair trade act, there is no reason why public purchasing officials should not use any workable device to secure prices lower than the fair trade minimum when purchasing fair traded items.

Two general ways of doing this which have been found successful are: (1) to combine fair traded items with items which are not fair traded and ask for a combined bid, and (2) to offer a trade-in when purchasing a fair traded item.

Several North Carolina cities have been using the first method for many years with much success. Using this method, the purchasing agency asks for bids on a number of items, some of which are fair traded and some of which are not. Vendors are asked to bid on each item separately, but are notified that the award for all the items will go to the vendor submitting the lowest combined or total bid for all items. The result is that all vendors bid the same on the fair traded items, but on the other items tremendous competition takes place. At times, the non-fair traded items are offered almost without cost.

The trade-in approach has also been used successfully by a number of agencies. When this method is used, the vendors usually bid the fair trade price on the item to be purchased and competition arises in the amount allowed for the trade-in. One agency has reported a case of this type where the vendor offered a very substantial allowance for an almost worthless trade-in. After the contract was awarded, the vendor notified the agency that he would leave the trade-in with the agency so that it might be offered as another trade-in on later purchases!

The use of such devices as these allows the vendor who wants to bid under the fair trade minimum to do so while maintaining the appearance of adhering to the set prices. Their use often results in a better price for the governmental buyer.

PREPARATION FOR REVALUATION

A New Guidebook in the Property Tax Field by Henry W. Lewis, September 1956

"The explanations, illustrations, suggestions, and techniques set out in this study," to quote the book's Introduction, "come from the experience of county tax supervisors, county attorneys, and county commissioners in North Carolina. They are bound together by the experience the Institute of Government obtained through the unique opportunity it has had to share in many recent revaluation programs and by the concern the Institute feels for all counties interested in reassessing real property."

The case now pending in Henderson County, *Hyder et al v. McBride et al*, raising issues of vital concern to all counties contemplating the use of expert or professional appraisers in revaluation work, has made one inconclusive trip to the North Carolina Supreme Court, 244 N.C. 485 (1956). And while this case, as the guidebook's Introduction says, "has, thus far, elucidated no new principles of law that need be considered by counties considering revaluation [,] it does serve . . . as a concrete illustration . . . to point out the absolute necessity for planning a revaluation program with great care both as to legal obligations and to administrative procedure. It is to assist in that planning that this guidebook is offered."

Copies of this new publication were distributed to county tax supervisors and county attorneys attending the annual meetings held for those groups at the Institute of Government in October. They will be made available to newly-elected county commissioners when they meet in Chapel Hill in January, 1957. Tax supervisors, county attorneys, and county commissioners who have not yet obtained copies and desire them may apply to the Institute of Government for copies without charge. The guidebook is available to others at $5.00 per copy.

Large Group Attends ESC Institute

This year's Institute for North Carolina Employment Security Employees was held at the Institute of Government, October 25-26. Approximately 230 ESC employees attended; this is the largest group of ESC employees yet to attend one of the institutes.

The theme of this year's program was "Employment Security in Action." The meeting was jointly sponsored by the North Carolina Chapter of the International Association of Personnel in Employment Security, the Employment Security Commission, and the Institute of Government.

The committee who planned the program were Charlie Durham of Newton, Percy Atkins of Raleigh, Richard Smith of Rockingham, Alden Honeycutt and Mrs. Alma Drake of Raleigh; Steve Carlisle, president of the North Carolina Chapter of the International Association of Personnel in Employment Security; Col. Henry Kendall, chairman of the Employment Security Commission in Raleigh; and Donald B. Hayman, assistant director of the Institute of Government.

Speakers for the meeting were ESC employees who described their duties and the nature of their work. Panels dealt with such subjects as "Collection of Taxes," "Placement," "Payment of Benefits—Non-Contested Claim," "Payment of Benefits—Contested Claim," and "Joint Services."

Those who took part in the program were Henry E. Kendall, Steve Carlisle, Ernest Pearce, Calvin Ballard, Mrs. Gladys Strickland, C. L. Wilson, R. V. Parker, W. B. Phifer, H. H. Hickman, Miss Jane Gay, Miss Jennie Craig Watson, Dick Lawrence, Miss Jane Abernethy, Mrs. Evelyn Stirewalt, Douglas R. Taylor, Barlow J. Bowles, Tressel Hawkins, Beach Keller, Lawrence Downs, Reid A. Cooke, Mrs. Barbara Springfield, Louis Berini, Mae Sasser, C. P. Rogers, Mrs. Bessie Polier, Miss Nancye White, Mrs. Lucille Ferguson, Wynona Fowler, Mrs. Eva Oliver, Preston Johnson, Richard W. Mendenhall, Jr., Douglas Carter, Mrs. Gaynelle Murray, Charles Field, Mrs. Elizabeth Brooks, Mrs. Elsie Mason, Cheatham Hutchins, Bruce Billings, Clint Debrito, D. B. Alexander, Marshall Burgess, Irma Johnson, John Allen, Hugh Raper, Roy Brantley, Susan Womble, and W. D. Holoman.

Annual Meeting of County Tax Supervisors Held

One hundred and four persons met at the Institute of Government for the annual sessions of county tax supervisors on October 18, 19 and 20. They were the first group of county officials to meet in the new Joseph Palmer Knapp Building. The program was focused on techniques of appraisal and was planned around a series of presentations by representatives of professional firms which have been active in tax work in North Carolina. In addition, Robert Alexander of the Mecklenburg County Tax Supervisor's Office discussed the appraisal of business inventories, Wally Dunham of Winston-Salem spoke on the interest of county commissioners in tax assessments, Henry T. Powell of Henderson spoke on municipal interest in the same subject, and J. C. Bethune discussed cooperation between the counties and the State Board of Assessment. A. H. Grant of the Department of Conservation and Development and James S. Currie, Director of the Department of Tax Research, jointly explored the relationship of assessment practices to industrial development. At a dinner meeting Chester Davis of the *Winston-Salem Journal and Sentinel* talked about how a newsman looks at the property tax.

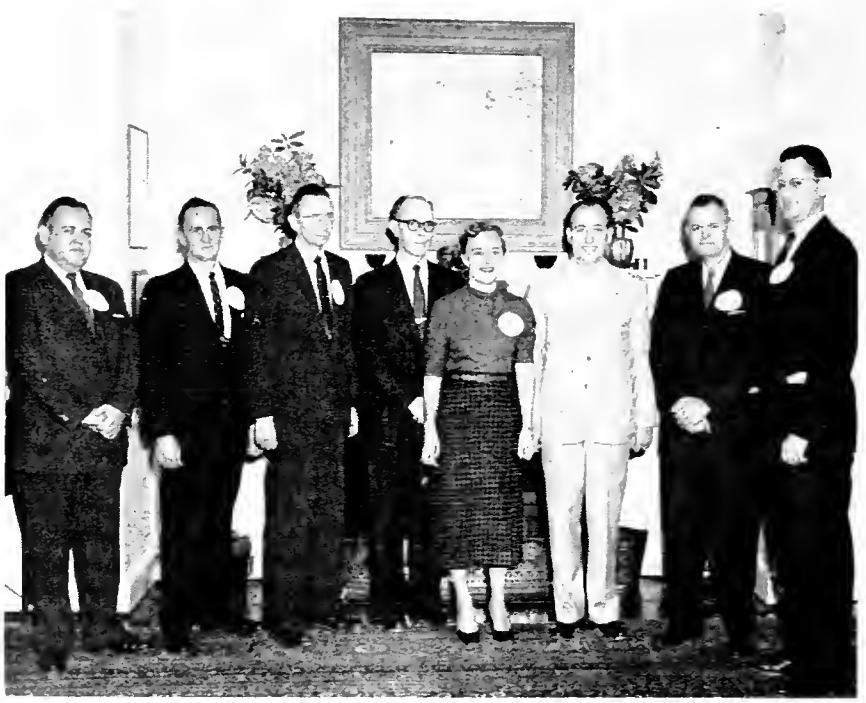
C. Bryan Aycock, association president, named M. G. Williams of Lenoir (chairman), T. D. Love of New Hanover, Mrs. Estelle Wicker of Moore, Sam Gattis of Orange, and E. G. Plyler of Stanly to the nominations committee. To the resolutions committee he appointed F. W. McGowen of Duplin (chairman), Roy Moore of Union, and Mrs. Ressie Whatley of Brunswick.

At the annual business meeting the group adopted a constitution giving themselves a new name—Association of Assessing Officers of North Carolina. The main features of the constitution can be summarized as follows:

1. All county tax supervisors are automatically made "regular members." It is expected, but not required, that each regular member will pay annual dues of $5. Other official tax personnel may become "associate members" at $2 per year. Provision is also made for subscribing memberships at $25 per year. The Association named as its first two honorary members Albert Coates and Henry W. Lewis.

2. County tax supervisors are the

(Continued on page 15)



Pictured above is the planning committee for the ESC Institute: (left to right) Charlie Durham of Newton; Percy Atkins of Raleigh; Richard Smith of Rockingham; Alden Honeycutt and Mrs. Alma Drake of Raleigh; Steve Carlisle, president of the North Carolina Chapter of the International Association of Personnel in Employment Security; Col. Henry Kendall, chairman of the Employment Security Commission in Raleigh; and Donald B. Hayman, assistant director of the Institute of Government.

Legislative Programs . . . . .

League of Municipalities Adopts Extensive Legislative Program

The North Carolina League of Municipalities adopted its most extensive legislative program in recent years at its October convention in Asheville. Altogether, the League decided to propose 11 measures, endorsed a variety of proposals by other organizations, and authorized its Legislative Committee and Executive Committee to represent the League with regard to proposals of the Commission for the Study of the Revenue Structure of the State and of the Highway Study Commission which might affect municipalities.

League Proposals

The measures proposed by the League are as follows:

1. An act granting municipalities authority to sell or lease real or personal property by sealed bids as well as by public auction;

2. An act amending the municipal competitive bidding law so as to raise the statutory amounts above which bids are required (a) from $1,000 to $2,000 on purchases, (b) from $2,500 to $3,500 on construction, and (c) from $200 to $1,000 on informal bids, and further amending the law so as to make optional the present mandatory requirement for a performance bond on purchase contracts;

3. An act repealing the requirement of G.S. 14-249 that municipalities secure the approval of the Governor and Council of State before purchasing motor vehicles costing in excess of $1,500;

4. An act granting municipalities authority to purchase motor vehicles through the State Division of Purchase and Contract;

5. An act amending the law with regard to levy and garnishment of personal property for purposes of tax collection, so as to authorize the use of such procedure prior to the first Monday in October when the taxpayer is about to remove his property from the taxing unit in which located and under other conditions which presently make tax collection difficult;

6. An act granting municipal tax collectors authority, subject to the approval of their respective governing bodies, to appoint deputy tax collectors;

7. An act granting municipal governing bodies authority to advance the date for tax settlements from July to June;

8. An act amending motor vehicle registration statutes to require listing of vehicles for *ad valorem* property taxes as a condition precedent to issuance of license plates;

9. An act granting municipalities authority to invest funds in short term U. S. government securities, and in addition to deposit funds in savings and loan associations and similar organizations to the extent that such deposits are guaranteed by the federal government or an agency thereof;

10. An act granting municipalities authority to levy for collection of delinquent license taxes, similar to the present authority of the state and the counties;

11. An act granting municipalities authority to establish capital reserve funds for necessary capital improvements.

Endorsements

The League endorsed the following proposals of other groups:

1. The proposed revision of the law pertaining to the State Building Code Council, recommended by the Commission on Reorganization of State Government;

2. The proposed amendment of the state's urban redevelopment law which would make North Carolina municipalities eligible for federal financial aid, recommended by the North Carolina section of the American Institute of Planners;

3. The proposed creation of a state agency to administer federal planning assistance grants to municipalities under 25,000 population, recommended by the North Carolina section of the American Institute of Planners;

4. The request of the State Department of Public Instruction for an increased appropriation for school bus transportation, so that children living in town but at a distance of more than 1 1/2 miles from their school may receive bus transportation on the same basis as such children who live outside of town;

5. The proposal that counties be granted authority to zone and regulate subdivision of property, recommended by the North Carolina section of the American Institute of Planners, provided that such recommendation is adopted by the County Commissioners Association;

6. The legislative programs of the Tax Supervisors Association and the County Commissioners Association, as reported elsewhere in this issue of POPULAR GOVERNMENT.

Commission Proposals

The League recognized that proposals of two study commissions created by the 1955 General Assembly could have important effects on municipal operations. Consequently, it empowered its Legislative Committee and its Executive Committee to present to the General Assembly a statement of the necessity for (a) strengthening and improving the existing local revenue structure and (b) making a legislative study of the present system of *ad valorem* taxation. In addition, it directed its president to appoint a special study committee to prepare a report for presentation to the Highway Study Commission, outlining municipal problems with reference to highways.

Proposed Revisions of Health Laws

The State Board of Health plans to have introduced into the forthcoming General Assembly a bill which, if enacted, will rewrite the health laws of this state and will constitute the first major revision of those laws in history. It is the purpose of this revision to modernize the health statutes by eliminating obsolete matters, clarifying ambiguous provisions, and, in general, providing a health code which will fit the present day needs of state and local health agencies.

This piece of legislation was prepared as a joint project of the State Board of Health and the Institute of Government. The Institute agreed to do necessary research and drafting, with the understanding that persons representing the various technical specialties in public health would work closely with the Institute, examining with care every detail of every provision of the existing statutes, and that the public health specialists

(Continued on page 6)

County Commissioners Seek Eight Acts

At the 1956 convention in Winston-Salem, the State Association of County Commissioners unanimously resolved to request the 1957 General Assembly to enact legislation on the following subjects:

1. **Repealing the law creating the Association.** G.S. 153-34 through 153-39 provide for the organization of the State Association of County Commissioners, including the officers to be elected, the time for the annual convention, and the proceedings of the Association. The Association is thus in the position of being unable to make minor changes in these matters without the permission of the General Assembly. The repeal of these sections would leave the Association free to provide for its own organization, just as the North Carolina League of Municipalities provides for its organization.
2. **Authorizing boards of commissioners to designate the names of roads and streets in unincorporated areas.** At the present time, nobody has the authority to assign street names in unincorporated areas. The proposed legislation would authorize, though it would not require, boards of county commissioners to designate or change such street names in order to eliminate the confusion that arises when names are duplicated. This would be a help not only to post offices throughout the state, but would assist in the ready identification of property in connection with rural fire protection programs.
3. **Authorizing the use of signature machines or signature stamps.** At the present time, a number of counties are using signature machines or signature stamps in connection with the signing of county checks. There has been some doubt expressed as to the authority to use these devices. The proposed legislation would authorize, but not require, the various boards of commissioners to simplify the signing of large numbers of checks if they deem it advisable, taking adequate precautions against the misuse of these procedures.
4. **Authorizing the use of a replica of the seal of the county on county-owned automobiles.** At the present time, G.S. 14-250 requires all state and county-owned motor vehicles, except law enforcement vehicles, to be marked with letters not less than three inches in height, stating that the car belongs to the county and that it is "for official use only." The state, however, is authorized to use, on state-owned vehicles, a replica of the seal of the state, not less than eight inches in diameter, in lieu of the lettered marking. The proposed legislation would extend to counties the authority to use a replica of the county seal on county vehicles.
5. **Requiring justices of the peace to use pre-numbered warrants and receipts and to be audited at least annually.** In recent years, several counties have obtained legislation requiring justices of the peace to use pre-numbered warrants and receipts and to be audited annually, in order that proper bookkeeping practices may be employed by these officials in the handling of county funds. The Association has drafted legislation which would fix these requirements on a state-wide basis, with the necessary expenses of auditing being borne by the county.
6. **Amending the kennel tax provision of the dog warden law.** At the present time, the kennel tax is based on a flat rate for kennels of various sizes, for example, $15 for 10 dogs or less, $30 for 11 to 20 dogs, $60 for 21 to 40, etc. This works an obvious inequity on kennels near the dividing line between the various rates. The proposed legislation would provide for a straight tax of $1.50 per dog instead of the flat rate.
7. **Authorizing service by publication in certain tax foreclosure actions.** At the present time, the proposed legislation would incorporate into the provisions of G.S. 105-414 (the only foreclosure method which existed prior to 1939) the service by publication provisions presently authorized in G.S. 105-391 (the foreclosure method enacted in 1939). Service by publication would be authorized where the record owners of property have disappeared, or cannot be located, or are unknown.
8. **Providing $20,000 for each year of the 1957-1959 biennium for fire training.** The proposed appropriation would be made to the Commissioner of Insurance, to enable him to undertake a program of training for rural and other volunteer firemen.

The Association also unanimously endorsed the legislative program of the State Board of Public Welfare. The main items of that program affecting the counties (1) authorize a simplified guardianship procedure for mentally incompetent public assistance recipients, (2) increase the appropriation for the pooled fund for the hospitalization of public assistance recipients to allow the fund to pay for hospitalization at the rate of $10 per day, and (3) increase state appropriations for public assistance and welfare administration to meet increasing case loads resulting from increasing population and to meet the rising cost of administrative expenses.

Finally, the Association endorsed the legislative programs of the State Association of County Accountants, the Association of Assessing Officers of North Carolina, and the Tax Collectors Association. The programs of these officials are described below.

County Accountants Request Legislation

At its 1956 convention, the State Association of County Accountants unanimously resolved to request the 1957 General Assembly to enact legislation on the following subjects:

1. **Allowing surplus dog taxes to be placed in the General Fund.** At the present time, surplus dog taxes, remaining after paying the expenses of the dog warden and after paying all dog damages, are to be retained in a dog damage fund to be used to cover future dog damages. Some counties have growing surpluses in the dog damage fund. The proposed legislation would allow surplus dog taxes, remaining after paying the expenses of the dog warden and all dog damages, to be turned over to the General Fund.
2. **Authorizing boards of commissioners to buy from state contract suppliers at state contract prices without having to advertise and receive competitive bids.** In some cases, counties are able to buy supplies, materials, and equipment from state contract suppliers at state contract prices. These prices, of course, have previously been the subject of competitive bidding by the state. The proposed legislation would authorize the counties to utilize the fact that the state has had competition to satisfy their own competitive bidding requirement. The exact form of the legislation has not as yet been determined.

The accountants also recommended to the State Association of County Commissioners that legislation be obtained requiring justices of the peace to use pre-numbered warrants and receipts, and to amend the kennel tax provision in the dog warden law. The commissioners followed these two recommendations, and embodied them in their own legislative program (see items 5 and 6 in the commissioners' program described above).

Association of Registers of Deeds Asks Adoption of Six Proposals

The legislative committee of the State Association of Registers of Deeds met at the Institute of Government in Chapel Hill on October 31 to discuss the Association's legislative program. Attending the meeting were Tazewell Eure (Gates County), president of the Association; Lemuel Johnson (Chatham County), chairman of the committee; W. G. Massey (Johnston County), and W. F. Booker (Wake County). All members of the committee are registers of deeds. Royal Shannonhouse, assistant director of the Institute, also attended the meeting.

At the conclusion of the meeting, the committee recommended the adoption of five proposals out of the 13 which had been referred to it by the Association during the annual conference last June [see POPULAR GOVERNMENT, June, 1956, page 11]. The legislative proposals recommended by the committee have been approved by three of the five districts of the Association, and one other proposal has been added to the program as a result of the district meetings.

District meetings of the Association were held in Asheville on November 14, Marshall Watterson (Henderson County), chairman; in Dobson on the following day, Bertha Shinault (Surry County), chairman; and in Hillsboro on November 16, Betty June Hayes (Orange County), chairman; in Laurinburg on November 28, Margaret Peden (Scotland County), chairman; and in Kinston on November 29, Catherine Cook (Lenoir County), chairman. Royal Shannonhouse and Registers Eure and Johnson attended all district meetings.

Following the district meetings, the officers of the Association will meet with the legislative committee, Royal Shannonhouse, and a representative of the Attorney General's office to begin the work of defining details and assigning responsibility for drafting bills to effect the proposed legislation.

As approved to date, the Registers' 1957 legislative program consists of the following proposals:

1. Amendment of G.S. § 130-94 to prohibit registers from making lists of names and addresses contained in birth and death records for commercial interests, and prohibit registers from allowing such lists to be made if they know or have reason to believe such lists will be used for commercial purposes. The proposed bill would also prohibit commercial interests from compiling such lists for use in advertising or soliciting.

2. Amendment of G.S. § 109-4 to make clear the authority of county commissioners to pay the premiums on blanket bonds covering registers and their employees, as well as other county officers and employees.

3. Amendment of G.S. § 109-34 to extend the coverage of official bonds to include assistants, deputies, and other regular employees of registers and other county officers.

4. Amendment of G.S. §§ 130-88, 88.1 to clarify the authority of registers of deeds to abstract the proofs required for delayed registration of births and to provide adequate fees for such services. The bill would also raise the fee allowed for the registration and issuance of certified copies of such delayed birth certificates.

5. Amendment of G.S. § 161-6 to make clear the distinction between the authority of assistants and deputy registers, and to specify the limits of the authority of each.

6. Amendment of G.S. § 115-371 to provide an appropriate fee for the issuance of certified copies of birth certificates for school-age children, now required to be issued "without charge."

Property Tax Changes Proposed for 1957

Since shortly after adjournment of the 1955 General Assembly, study committees of the North Carolina Tax Collectors and Tax Supervisors Associations have been working on the development of a few proposals deemed significant enough to warrant enactment by the 1957 General Assembly. The two associations have approved those proposals, and both the State Association of County Commissioners and the North Carolina League of Municipalities have agreed to support them as parts of their own legislative programs in 1957.

There are seven proposals for positive action; in addition there is one policy recommendation requiring no legislation. No bills embodying these proposals have yet been drafted, but in time they will be prepared for introduction. Classified under three broad headings, here is a concise statement of the proposals and a reference to the initiating agency in each instance:

Tax Listing and Assessing

1. Permit each county tax supervisor to hold instruction for list takers at the time he feels to be most desirable. It is understood that this would have to be a date sometime between the day on which the list takers are appointed and the day on which tax listing is to begin. This proposal was initiated by the Tax Supervisors Association (now officially called the Association of Assessing Officers of North Carolina).

2. Set the punishment for wilful failure to list property for taxation at a fine of not to exceed $50 or imprisonment for not more than 30 days. The purpose of this proposal is to place this offense firmly within the jurisdiction of justices of the peace. It was initiated by the Tax Supervisors Association.

3. Rewrite the oath to be administered to taxpayers when they have completed listing their property for taxation along the lines of the oath used on the state income tax return. The primary effect of this change would be to require the taxpayer to swear to the values he reports as well as the items of property he lists. The present form is not considered adequate to cover the matter of values. This proposal was initiated by the Tax Supervisors Association.

4. Prohibit the Department of Motor Vehicles from issuing a car license until evidence is presented that the vehicle has been listed for *ad valorem* taxation for the current year. This proposal is designed to eliminate the bulk of the car listing problems, increase the pace at which all listing is being carried on, and assist the Department of Motor Vehicles to simplify its filing system. This proposal was formulated by the Tax Supervisors and Tax Collectors Associations as a joint enterprise.

Tax Collection

5. Permit municipal and county tax collectors, if their governing bodies approve, to appoint deputies capable of acting for them, especially in levy and garnishment, the compensation of such deputies to be fixed by the governing bodies. The meaning of this proposal is clear; its need arises from the ambiguity occasioned by the silence of the present statutes on the point. It was initiated by the Tax Collectors Association.

6. Close two loopholes in the tax levy and garnishment statute now

causing the loss of much revenue to counties and municipalities by allowing levy and garnishment to be used before the first Monday in October:

(a) If the taxpayer is about to remove his property from the unit in which taxed or about to transfer his property to another person in whose hands it would be impossible to reach.

(b) If the taxpayer, being a retail or wholesale merchant, sells his stock of goods (or quits business) after listing the property for taxes and if neither the seller nor the purchaser pays the current year's taxes on the stock of goods within 30 days after the sale.

This proposal was initiated by the Tax Collectors Association and is calculated to give the tax collector as much chance of collecting from personal property as he now has in collecting from real estate.

Tax Exemptions

7. Repeal the 1955 exemption granted to "all cotton while subject to transit privileges under Interstate Commerce Commission Tariffs." [G.S. 105-297(15)]. This proposal was initiated by the Tax Supervisors Association at its annual meeting on October 19, 1956, too late for presentation to the State Association of County Commissioners and the League of Municipalities at their annual conventions. It is designed to place back on the tax books much cotton that would, despite federal constitutional provisions, be properly taxable by local units were it not for the 1955 act.

8. Recommend that the General Assembly grant no more exemptions from the property tax on a statewide basis, and that it grant exemptions to no additional subjects of taxation on a local basis. This proposal (which requires the introduction of no bills) was initiated by both the Tax Supervisors and Tax Collectors Associations. It should be observed that the wording of the recommendation is cautious. It calls for no repeals. Instead it asks that the legislature not grant any more exemptions to property on a statewide basis, and then it asks that the local exemptions be limited to those subjects of taxation already enjoying some immunity.

Further Explanation

This is a brief catalogue of the property tax proposals for action by the 1957 General Assembly. It barely suggests something of the reasons for the eight proposals and what would happen if they were enacted. A full discussion of these points is available in the Institute of Government's Property Tax Bulletin #14, November 1956.

Proposed Revisions of Health Laws

(Continued from page 3)

would make the decisions with respect to what should be kept, what added, and what deleted. Study drafts were prepared and distributed to health officials and other interested persons throughout the state, and their comments and suggestions were then considered by the State Board of Health in the preparation of a final draft.

A few of the major changes proposed by this bill, in addition to eliminating contradictory and obsolete provisions, are (a) adding a requirement that one member of the Board be a licensed dentist; (b) adding a requirement that the State Health Officer be trained and experienced in public health work, and changing his title to State Health Director; (c) authorizing the Board to appoint a full time Assistant Health Director, subject to the approval of the Governor; (d) combining several scattered and vague rule-making sections into one section which would authorize the Board to determine the general policies to be followed in the administration of the public health work, and authorize the Board to exercise general rule-making power to protect and promote the public health; (e) authorizing acceptance of federal grants-in-aid for public health purposes; (f) authorizing the Board to appoint special advisory committees; (g) combining scattered functions of the administrative staff into one section; (h) authorizing the mayor of any incorporated town with a population in excess of 15,000 to be a member of a county board of health, irrespective of whether such town is the county seat; (i) authorizing the chairmen of boards of county commissioners of counties within a district health department, rather than the State Health Officer, to select the ex-officio members of the district health department; (j) requiring expenditures of local health departments to be made in accordance with the County Fiscal Control Act, rather than requiring each expenditure to be approved by the county commissioners; (k) deleting sections dealing with county quarantine officers, and giving local health directors general quarantine authority; (l) providing for appointment of the county physician by the county commissioners rather than the local board of health, and deleting the mandatory requirement that local health officers serve as county physicians; (m) authorizing the boards of health, when enacting rules and regulations, to adopt by reference some code or related document without setting forth in full such code or related document in the rules and regulations, under certain conditions; (n) extending the provisions requiring periodic examinations of potable waters so as to include anyone supplying such water to 10 or more businesses or residences, rather than only those selling such water; (o) transferring the primary responsibility for making an investigation and certification of deaths occurring without medical attendance from the local health director to the coroner or medical examiner, with the local health director having secondary responsibility; (p) rewriting the penalty provisions for vital statistic law violations so as to clarify and to reduce the offense of finally disposing of a dead body without a burial-transit permit from a felony to a misdemeanor; (q) requiring persons responsible for the diagnosis and treatment of a patient with veneral disease to cooperate with the boards of health in tracing the sources and preventing the spread of said disease; (r) establishing a procedure whereby a portion of a sanitary district may withdraw from said district upon approval of the county commissioners, voters of the district, and the State Board of Health; (s) establishing a procedure whereby sanitary districts with no outstanding indebtedness may dissolve without having to wait three years; (t) requiring a sanitary system of sewage disposal under rules and regulations of the State Board of Health, thereby deleting the many detailed sections dealing with privies; (u) authorizing manufacturers of bedding to purchase stamp exemption permits, in lieu of placing stamps upon each piece of bedding, under certain conditions; (v) establishing one penalty section applicable to all of the chapter, rather than having several scattered throughout the chapter, and authorizing injunctions and right of entry under certain conditions; (w) deleting the exemption of food and drink stands operated by church, civic, or charitable organizations for a period of one week or less from the food sanitation laws; and (x) eliminating present articles and sections dealing specifically with maritime quarantine, used plumbing fixtures, voluntary inspection of poultry, transportation of foodstuffs, and infants prematurely born.

DEPARTMENT OF MOTOR VEHICLES RECOMMENDS CHANGES IN MOTOR VEHICLE LAWS

After receiving suggestions for changes in the motor vehicle laws of North Carolina from judges, prosecutors, and law enforcement officers throughout the state, the Department of Motor Vehicles is recommending to the General Assembly the following changes in the motor vehicle laws which it feels are important to highway safety and the operation of the Department:

1. **Mechanical Inspection Act.** With the great success and support shown throughout North Carolina for the Voluntary Safety Check program, the Department requests that a Mechanical Inspection Act be adopted for the state. The proposal would use state-licensed private garages as inspection stations. Every motor vehicle registered in North Carolina when operated on the highway would have to display an approval sticker evidencing that it had passed an inspection during the current year. The items that would be inspected are: registration, brakes, lights, horn, steering mechanism, and windshield wiper. Every firm or person demonstrating the ability to perform the mechanical inspection of motor vehicles according to standards established by the Commissioner within the requirements of the equipment statutes would be licensed as an inspection station and this license would be renewed once each year. Inspection stations would be authorized to charge a fee of 75c for performing an inspection, and when the motor vehicle was approved the motorist would pay a fee of 25c for the approval sticker. This sticker would be purchased from the state.

2. **Scientific Tests for Intoxication.** Certain cities in North Carolina have been using the results of scientific tests in their courts to aid them in deciding whether or not a defendant was driving under the influence of intoxicating liquor, and their officials feel that these tests are quite valuable. It is proposed by the Department that scientific tests for intoxication be made admissible in evidence in North Carolina, and that a scale of evidentiary values be adopted for the interpretation of these tests. The proposal is essentially that of the Uniform Vehicle Code. Three zones would be established (with each having a different evidentiary effect) on the question of whether or not the defendant was driving under the influence of intoxicating liquor: (1) If there were a 0.05 percent or less by weight of alcohol in the defendant's blood, it would be *prima facie* evidence that the defendant was not under the influence of intoxicating liquor; (2) if there were in excess of 0.05 percent but less than 0.15 percent by weight of alcohol in the defendant's blood, such fact would be relevant evidence, but it would not be given *prima facie* effect in indicating whether or not the defendant was under the influence of intoxicating liquor; (3) if there were 0.15 percent or more by weight of alcohol in the defendant's blood, it would be *prima facie* evidence that the defendant was under the influence of intoxicating liquor. The proposal would not limit the introduction of any other competent evidence, and no person would be compelled to submit to any test.

3. **Unmarked Patrol Cars.** Prior to the 1955 amendment, which added the second paragraph to G.S. § 20-190 and required all State Highway Patrol vehicles used in patrolling the highways or by members of the Patrol in carrying out their duties to be painted silver and black, the Patrol was using some unmarked cars in its law enforcement. The Department asks that it be allowed to return to its former practice by the repeal of the second paragraph of G.S. § 20-190.

4. **Racing.** The 1955 General Assembly made racing on the highway a misdemeanor by the passage of G.S. § 20-141.3. Because of the continuing amount of racing on our highways, the Department proposes: first, that racing be defined; second, that prearranged racing be declared a felony; and third, that all other racing on the highway be declared a misdemeanor. To constitute a felony under the proposal, one would have to operate a motor vehicle on the highway wilfully in prearranged competition with another motor vehicle at a speed in excess of the maximum speed permitted for that highway. Misdemeanor racing would be the operation of a motor vehicle on the highway wilfully in competition with another motor vehicle recklessly or at a speed in excess of the maximum speed permitted for that highway. In addition to possible fine and imprisonment the proposal calls for the revocation of the license to drive of every person convicted of felony racing; for the suspension—not exceeding one year—of the license to drive of every person convicted of misdemeanor racing; and for the revocation of the license to drive of every person convicted of a second or subsequent offense of misdemeanor racing.

5. **Minimum Penalties for Minor Traffic Violations.** Many courts throughout the state have found it necessary to increase their costs substantially in recent years. Court costs in many counties are now $20 or more. According to G.S. § 20-176(b) a minimum fine for 38 comparatively minor traffic violations is now $10. This means that in some counties a person convicted of one of these minor violations could not be charged less than $30: $10 fine, $20 costs. On the basis of this, the Department requests that the minimum fine of $10 for minor traffic violations enumerated in G.S. § 20-176(b) be repealed.

6. **Drunken Driving and Reckless Driving: Offenses Near the Highway.** The basic drunken driving statute, G.S. § 20-138, and the basic reckless driving statute, G.S. § 20-140, cover only offenses committed on the highway. The General Assembly in 1939 and 1951 by G.S. § 20-139 and in 1951 by G.S. § 20-140.1 extended the territorial coverage of both the drunken driving and reckless driving statutes to include the grounds of public and private institutions—colleges, hospitals, churches, orphanages, and state institutions. In 1955, G.S. § 20-140.1 was amended to extend the territorial coverage of reckless driving to business and municipal parking areas. It is proposed that the reckless driving statutes and the drunken driving statutes be extended territorially to include all places commonly used by the motoring public. This would extend the territorial coverage of both these offenses to places to which the public has the right of access, or to places used by the public as customers or licensees.

7. **One-Way Highways.** The motor

vehicle laws of North Carolina presently lack any provision which requires motorists to obey "one-way" signs on dual-lane highways, or to refrain from entering roadways in cloverleaves which are marked "do not enter." With the steady increase of one-way highways in North Carolina, the Department feels that a statute directing the obedience to signs erected by the State Highway and Public Works Commission is needed, and asks that it be declared unlawful to drive the wrong way on one-way highways.

8. **Vehicles Required to Stop at Grade Crossings.** It is proposed that every school bus and every motor vehicle carrying as cargo any inflammable or explosive liquid or gas, or any explosive substance, be required to stop at all railroad grade crossings. As presently constituted, G.S. § 20-143 requires only "school trucks and passenger busses" to stop at all railroad crossings. Because often a serious accident results from a collision between a train and a vehicle carrying explosives or inflammables, the Department urges that these vehicles be added to school busses and passenger busses in G.S. § 20-143, requiring them to stop at all railroad grade crossings.

9. **Left Turns.** In making a left turn at an intersection the driver is now directed by G.S. § 20-153(a) to "pass beyond the center of the intersection, passing as closely as practicable to the right thereof before turning such vehicle to the left." When two opposite lines of traffic wish to make left turns, the vehicles are required to circumnavigate an imaginary post in the center of the intersection and cross the track of the other vehicle twice. The current practice of most drivers, however, is to turn on the near side of the imaginary post and never cross the track of the other at all. The Department requests that the current maneuver of most drivers be made legal by eliminating the requirement quoted above.

10. **Signals for Starting.** It is proposed that hand and electrical or mechanical signals for left and right turns be adopted as signals for putting in motion a motor vehicle stopped parallel to the flow of traffic. The present North Carolina law, G.S. § 20-154, requires that a driver indicate his intention to start, but it fails to say how he is to indicate his intention. The proposal would supply the instruction.

11. **Department Suspension Following Court Suspension.** When a court now suspends a driver's license as a condition for suspending sentence, the Department has no authority to impose a formal like suspension. The Department asks that it be given this power to suspend a driver's license for the same period as that imposed by the court and in this way back up the action taken by the court.

12. **Increase Fee for Operator's License.** The Department seeks to increase the fee for a new or renewal operator's license from the present $2 to $3 in order to obtain more personnel to handle the increasing number of license applicants and to improve its services. With the present fee of $2 which is paid every four years the operator pays 50¢ per year for his driving privilege. If the proposal is adopted the operator would pay 75¢ yearly.

13. **Define "Conviction" to Include Pleas of Guilty and Nolo Contendere.** The North Carolina Supreme Court has held that the plea of *nolo contendere* is equivalent to conviction—so far as the revocation of a driver's license is concerned—when the offense carries a mandatory revocation; however, the Supreme Court has held that *nolo contendere* does not amount to conviction when the offense gives the Department only discretionary power to revoke. Consequently, for purposes of discretionary suspension of drivers' licenses by the Department, it is proposed that "conviction" be declared to include the pleas of guilty and *nolo contendere*.

14. **Discretionary Suspension for Two Offenses within Twelve Months.** As now constituted G.S. § 20-16(a)9 gives the Department the power to suspend the driver's license of any driver who is *convicted* of two or more offenses of speeding and reckless driving within one year. The Department proposes that its discretionary power to suspend drivers' licenses be amended to permit suspension for two offenses *committed* within one year. This proposal would put the emphasis on the frequency of the commission of the offense rather than on the frequency of the trial.

15. **Dual Headlamp System.** Motor vehicles operated on the highway at night are required by G.S. § 20-129 (b) to be equipped with two headlamps, no more and no less. Many 1957 model automobiles are equipped with four headlamps, two on each side. In order to make the operation of these vehicles lawful in North Carolina, the Department asks that this statute be amended.

16. **Safety Belts.** Because of the increasing interest shown by the public in safety belts, it is proposed that the Commissioner be given power to establish standards for automotive safety belts sold in North Carolina. The Department urges this addition to the statutes as a means to prevent the public from being subjected to inferior equipment.

17. **Steering Mechanism.** No North Carolina statute now mentions steering gear with regard to its good working order or safe operating condition. Feeling that each motor vehicle should have a steering gear sufficient to guide and turn it safely, the Department asks that steering mechanisms be required to conform to standards of good working order.

18. **For-Hire Passenger Vehicles.** To be a for-hire passenger vehicle under the present definition in G.S. § 20-38(q)(2) a passenger vehicle must be engaged in the business of transporting passengers for compensation. With respect to property-hauling vehicles, however, G.S. § 20-38(r) gives for-hire a broader definition by not using the words "engaged in the business of." The Department wishes to have the definition of for-hire passenger vehicles broadened so as substantially to conform to the definition of for-hire property-hauling vehicles.

19. **Definition of Common Carrier.** Irregular-route "common carriers" are not now included in the definition of "common carrier of property vehicles" which appears in G.S. § 20-38(r)(2); however, they are defined by the Interstate Commerce Commission and the North Carolina Utilities Commission to be in fact "common carriers." The Department asks that "common carrier of property vehicles" be defined by reference to the definitions of the Interstate Commerce Commission and the North Carolina Utilities Commission.

20. **Limit on Garnishment and Attachment Power.** The last sentence of subsection 2 of G.S. § 20-99 provides "that no salary or wage at the rate of less than two hundred dollars ($200.00) per month, whether paid weekly or monthly, shall be attached or garnished under the provisions of this section." In addition, this section also provides that no more than 10 percent of any taxpayer's salary or wages shall be attached or garnished in any one month. The Department has concluded that the quoted sentence causes substantial loss of revenue and requests that it be deleted.

THE WHAT, HOW, AND WHY OF POSITION CLASSIFICATION AND PAY PLAN

By

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Since 1949 nine counties and sixteen cities in North Carolina have had position classification plans prepared for their governmental units. One county and three cities now have classification plans in preparation. Also, since 1949, the first county and the first three cities to have position classification surveys have had reclassification surveys to bring their original plan up-to-date. In most instances the position classification plan has been used as the basis for the preparation of a pay plan which was later adopted by the governing body.

As a result of the continued and seemingly increasing interest in position classification and pay plans, the Institute has received numerous questions concerning the objectives and methods of position classification and pay plans. This short article will attempt to answer some of the questions that are usually asked by persons desiring information about position classification and pay plans.

What Is a Position Classification Plan?

Farmers are familiar with methods used to classify their agricultural products. Choice and prime steers, low prime heifers, utility and commercial cows, and canners and cutters all have special meanings to livestock men. North Carolina farmers are familiar with the classification of tobacco and the testing of wheat and grain for both weight and moisture content. To housewives and to their husbands who like eggs for breakfast, grade A large eggs mean a different product than grade A medium eggs.

The classification of positions is a tool to assist in the hiring and paying of employees as the classification of the above agricultural products is a tool to assist in buying and selling cattle, tobacco, and eggs.

At least three ideas are essential to an understanding of what a position classification plan is. They are the ideas of (1) a position, (2) a class of positions, and (3) class specifications.

Position

Let us consider position first. Position refers to those duties assigned by competent authority to be performed by one employee. A position may be vacant or filled, part-time or full-time, temporary or permanent. An important thing about the definition to remember is that a position is not the same as an employee. Position and employee should not be confused. A college graduate who sweeps the floor all day is occupying the position of a janitor in spite of his engineering degree.

Class

A second term or idea always used in position classification is the word class. A class of positions is a group of positions which are sufficiently similar in duties so that each position in the group can be referred to by the same title, may have the same entrance requirements, and the same schedule of pay. A class of positions may include one position or many thousands as with the janitor class in the federal government.

Class Specification

The third idea is conveyed by the words class specification. Class specification refers to a written description of a job. It usually consists of (1) a descriptive title, (2) a brief definition, (3) a statement of distinguishing characteristics, (4) examples of typical duties performed in positions in the class, and (5) minimum qualifications in terms of experience, education, skill or ability. Although class specifications in their entirety are not essential to a position classification plan, certainly several parts of the classification such as the title and the definition of the class are necessary to any classification plan.

Class specifications may be helpful to department heads and city and county governing boards in a number of ways if they are accurately prepared and maintained. For example, they can serve (1) as a basis for comparing salaries of different classes of positions, and (2) as a quick source of the duties of a position to be used in planning organization and recruiting or promoting employees.

With these three ideas in mind, it is possible to describe a position classification plan as consisting of (1) all the classes of positions which have been established, (2) the arrangement of each class according to level of responsibility of the positions in the class, (3) written class specification for each class of positions, (4) the names of each employee with the title of the position he occupies, and (5) a procedure for keeping up-to-date the position classification plan.

How Is a Position Classification Plan Prepared?

Although the above definition may be accurate, it hardly satisfies persons who want to learn what position classification really is. Accordingly, the question is always asked, "How is a classification plan prepared?"

Secure Information

The first step in preparing a classification plan is to gather information as to what each employee does. This is done in a number of ways. The most common method is to give each employee a questionnaire and let him describe what he does and the extent and degree to which he supervises others or is supervised by others.

It is frequently necessary for the classification analyst to interview the employee in order to clarify the information contained on the questionnaire. The supervisor will also be asked to indicate his idea of the employee's duties and will be interviewed by the analyst. The questionnaires and the interviews are concerned with only what the employee does, not with his long tenure, not with his previous training or experience, not with the quality of his work, and not with what the employee ought to be doing.

Analyze Ultimate Allocation Factors

The second step after this mass of information has been obtained is to group all positions involving similar duties into a class under the same title. This grouping requires careful evaluation and analysis of what are called the ultimate allocation factors.

The Employment Security Commission has listed in the front of each of their classification studies the following six ultimate allocation factors which they use in grouping positions into classes:

(1) Nature of work;
(2) Difficulty and complexity of duties;
(3) Non-supervisory responsibilities;
(4) Supervisory and administrative responsibilities;
(5) Qualification standards; and
(6) Nature of unusual working conditions or other critical factors.

In considering the difficulty and complexity of duties, the classification analyst will consider (1) the status of the work of the employee when the employee receives it, (2) the selection of assignment, (3) the plans or actions initiated or developed and the decisions made by the employee, (4) the control of the employee's work by others, and (5) the variety of scope of work.

In considering the non-supervisory responsibilities, the analyst will consider (1) whether the work or decisions of others are reviewed, (2) responsibility for recommendations or decisions affecting plans or programs, (3) responsibility for independence of decision, (4) responsibility for safety of others, (5) responsibility for money or things of special value, (6) responsibility for accuracy, and (7) responsibility for public contacts.

In considering supervisory and administrative responsibilities, the analyst will consider (1) the number and types of supervisory responsibilities, (2) the extent to which the initiative of those supervised is limited, (3) the size of the organization supervised, and (4) the variety of the functions of the organization supervised.

In considering the qualification standards, the analyst will consider (1) the formal education, (2) previous experience, and (3) the skills and abilities needed to perform the duties of the job.

In considering the unusual working conditions, the analyst will consider the hazards, physical strain, cold, dirt, or high degree of social intelligence required to do the job.

Assign Classes of Positions to Levels

The third step in the preparation of the classification plan is to arrange the groups of positions in orderly fashion. Here the objective is twofold. First, to clarify the relations among classes of positions by developing vertical series where possible, and second, to assign the various classes to levels to be used for salary purposes.

Why Adopt a Classification Plan?

An appropriate and frequently the first question asked is "Why should a city or county adopt a classification plan?" A partial answer to this question has already been indicated in the answers to the previous questions. It was noted that classification is a tool to permit both employer and employee to know what the duties of his position are. This information should permit better planning as to future needs and better budget making. This information should clarify organizational relationships. It should facilitate recruitment and establish minimum qualifications which are generally known. A third reason for adopting a position classification plan is that it clarifies the relative difficulty of the work of the various positions and provides a sound and rational basis for developing a pay plan.

Pay Plan

What Is a Pay Plan?

Every governmental unit and every private employer has some sort of a pay plan. In simplest terms, a governmental pay plan is a list of job titles and a list of the amount of money which will be paid at the end of a prescribed period to the persons holding the job title.

In some governmental units in North Carolina the pay plan is just that simple. The budget document approved by the governing board includes a list of job titles and the amount appropriated for that job for the fiscal year. There may be no ordinance or resolution providing for (1) how often the employees shall be paid, (2) the days or hours they shall work, and/or (3) the amount of time they may have off without losing their pay in case of sickness, holiday, or vacation.

Other governmental units have attempted to standardize and formalize this part of the employer-employee relation. Usually the budgets of these governmental units do not list the salaries paid individual employees. Instead, the budgets may contain the total amount of money to be spent for salaries by each department. In a separate ordinance or resolution the governing body provides a salary range for each class of position. The pay plan ordinance or resolution may provide for intervening steps between the minimum and maximum which may be granted automatically or as merited. Different salary ranges are set for different positions depending on the differences in duties and responsibilities and the differences in working hours. The salary of a new employee is determined by an administrative officer on the basis of the applicant's qualifications subject to the restrictions of the approved budget and the established salary ranges.

Frequently the ordinance or resolution establishing the pay plan also formalizes the conditions of employment of all employees by providing for the days and hours of work, the holidays allowed, and the sick and vacation leave allowed.

How Is a Pay Plan Prepared?

To prepare a pay plan, comparable salary data must be assembled and certain policy decisions must be made as to the structure of the proposed plan. Comparable data will help the governing body make some policy decisions but will be of less assistance with others. For example, information as to whether private employers have a single rate for stenographers or a salary range will help a governing body to decide which it will include in its pay plan. Information that private employers with union contracts give automatic salary increases may be helpful to a governing body, but such a local custom may not outweigh the practical advantages of giving increases on the basis of merit.

In assembling comparable data, information must be secured from representative private firms and public jurisdictions for a number of key jobs. Care must be taken that data is secured only for comparable positions. Fringe benefits, bonuses, hours of employment, salary ranges, and other complicating factors must be considered.

The comparable data must first be tabulated to show the number of employees in each class and the minimum, maximum, and average salaries for each class. This information should then be analyzed with extreme care. Using this data it is possible to prepare the skeleton framework of a pay plan with a minimum and an agreed number of intermediate salary steps.

The actual construction of a pay plan must await final decision as to

each of the following policy questions:

(1) Does the governmental unit want to pay salaries comparable to the highest, middle, or lowest segment of local industry?
(2) What will be the lowest and highest salaries paid?
(3) How many steps should there be between the minimum and maximum?
(4) Should the number of steps in the range vary for different levels of positions?
(5) Should the percentage spread between the minimum and maximum be constant even though the number of steps vary?
(6) If the percentage spread between the minimum and maximum is to be constant, what should it be?
(7) Should the amount of the increment be the same for all levels?
(8) Should the increments be the same at all steps between the minimum and maximum or should they increase at a constant rate?
(9) Should there be training steps or longevity steps?
(10) Should some increments be granted automatically and others granted only on the basis of performance?

No governmental unit in North Carolina has been known to have a salary schedule higher than that paid by private industry in the community for comparable work. Because taxpayers are voting stockholders in their governmental unit, such a policy, even if adopted, would not be followed for long. While not paying more or even as much as the best paid segment of private industry, government bodies feel a civic responsibility to secure respectable employees and pay them a respectable wage. This compulsion to be a model employer is of course felt more acutely by some board members than others and by some boards than others.

The amendment of the federal Wage and Hour Act to require that all employees in interstate commerce should receive at least $1.00 an hour has had a decided effect upon the wages paid unskilled and semi-skilled labor by governmental units. Although the federal act is not binding on state or local employment, it has raised the wages of labor in private industry in many parts of the state and created a competitive condition which is being felt by all governmental units. The new federal minimum wage is having an indirect effect upon labor foremen and other lower paid employees and may even have a tendency to increase all private and public wages.

The upper limit that can be paid any appointed employee in a city or county is set, in effect, by the salary of the city or county manager or by the salaries of the principal full-time elected county officials. In city government there are few if any exceptions. In county government this also tends to be true, but county health officers and county farm agents frequently receive higher salaries than the elected county officials.

If a salary range is decided upon and the minimum and maximum salaries are set, a decision must then be made as to the relationship between salary levels. Shall it be a uniform mathematical relationship or shall it be a varying relationship?

If each pay level is ten per cent higher than the previous pay level, there will be only 13 to 16 pay levels in the governmental unit's pay plan. If the percentage is five per cent, there will be approximately 30 pay levels; and if two and one-half per cent, there will be approximately 60 pay levels.

If the intervals between pay levels are used as the intervals between the minimum and maximum of each pay range, the salary range will vary greatly depending upon the percentage relationship between pay levels as well as upon the length of each range. For example, a pay range including a minimum and maximum and five intervening steps, if each step is two and one-half per cent of the minimum larger than the previous salary, will have a spread of 15 per cent. If each step is two and one-half per cent larger than the previous salary, the spread will be 15.97 per cent. If each step is five per cent of the minimum larger than the previous salary, the range spread would be 30 per cent.

In establishing a pay plan each of the above questions, whether it concerns mathematical uniformity, percentage relationships between levels and increments, or percentage spread within the range, is important and should be considered with care. Answers to the questions will vary from government unit to government unit. These policy decisions as to the structure of the pay plan should not be made by the governing body until it has heard the advantages and disadvantages of each method of achieving the objective of the pay plan.

After the comparative data has been assembled and the governing body has made the necessary policy decisions, the framework of the pay plan may be prepared in preliminary form. Each of the established classes of positions should be assigned to one of the ranges of the pay plan. The comparative salary data should be used to guide the merging of the classification levels and the various ranges of the pay plan. Employees working longer than the standard work week must be given special recognition in assigning their pay ranges unless the variation in hours was considered in the allocation of levels in the original classification.

Once the pay ranges are assigned, the cost of installing the classification and pay plan can be calculated and the resolution of adoption prepared.

Why Adopt a Pay Plan?

The objective of a city or county pay plan is to promote the efficiency of city or county government. To achieve this objective, the pay plan must provide each employee with an incentive to perform his work to the best of his ability. Employees will have this incentive only if their pay plan meets certain standards.

The pay plan must:

(1) Provide salary ranges which are competitive with private industry in the area.
(2) Reflect the differences in duties and responsibilities of the various classes of positions.
(3) Provide a salary range which will permit an employee to be granted salary increases for improved or outstanding performances.
(4) Provide a salary range long enough to permit employees with extended and continued service to be recognized if they merit such recognition.

If the pay plan is competitive, does appear just to employees, does encourage improved and outstanding performance, and does reward faithful and superior service, it will improve employee morale and increase operating efficiency. These are the objectives of the pay plan, and they are the reasons why an increasing number of governmental units are

(Continued on page 14)

ASSESSING BUSINESS INVENTORIES FOR TAXATION

by
ROBERT P. ALEXANDER

[*Note*: Mr. Alexander, a member of the staff of the Mecklenburg County Tax Supervisor, speaks from wide and varied experience. This is the text of his remarks at the annual meeting of county tax supervisors at the Institute of Government, October 18, 19, and 20, 1956.]

One of the toughest jobs the tax assessor has is valuing business inventories equitably. His problem is twofold:

First, there is the problem of getting the figures from business records. And secondly, there is the problem of using them correctly.

Assuming the taxpayer has submitted certain inventory figures in connection with his annual tax listing, it is important for the assessor to check the accuracy of the figures submitted. He can use several methods, including:

1. Requiring a financial statement of the firm's condition
2. Making comparisons with similar businesses
3. Checking inventory records
4. Checking sales records
5. Inspecting income tax reports
6. Examining insurance reports.

A combination of several methods is often effective. Since there are advantages in all of them, a tax assessor must fit his method of checking to the situation.

Use of Financial Statement

Under certain circumstances a business firm's financial statement can be the best check for inventory values. This is true if the closing date is the same as the assessment date and if the tax assessor understands how the inventory was valued.

However, if the closing date is other than December 31, before the statement can be used it may be necessary to add cost of purchases and deduct cost of goods sold from the closing date of the inventory to December 31.

A comparison of the firm's financial statements over a period of years can be revealing.

It is a good idea to check all items on the financial statement, such as accounts receivable, contracts in progress, and prepaid expenses. Inventory often is included under these items.

Comparing Businesses

Comparison of one firm with similar businesses is a good indicator. An on-the-premises inspection must be made, with the assessor taking into consideration display methods, storage, floor area, under-counter storage, aisle widths, shelf arrangement, racks, display counters, and tables.

In comparing one business inventory with another, other important factors are quality of merchandise, frequency of delivery from suppliers, and annual turn-over.

While this method does not give an exact measurement of a firm's inventory, it can be used when it becomes necessary to make an arbitrary assessment.

Use of Inventory Records

Inventory records will be available from most local businesses. But it is a different situation when it comes to dealing with foreign or out-of-state firms. These businesses usually keep inventory records at the home office, and they are beyond the assessor's reach.

When inventory records are available, the tax assessor can learn a lot. For example, he can determine what items were inventoried, the date the inventory was taken, the pricing method used (retail or cost), and the percentage of discount applied for mark-downs and damaged goods.

It is also helpful to compare these records with perpetual inventory records.

Use of Sales Records

Sales records are available at practically all businesses, regardless of what a tax assessor may be told.

The approximate average inventory can be determined by dividing the annual sales by the usual annual turn-over, less mark-up. The accompanying analysis of business illustrates the kind of general guide an assessor may develop and use. The Business Service Bulletin published by the Small Business Administration of the United States Department of Commerce is a useful source of current information of this kind.

Use of State Income Tax Reports

Income tax returns can be used to great advantage in determining the accuracy of inventory figure turned in for property taxation. All information obtained through use of the first four methods of checking already discussed is available from this one source if the state tax forms are prepared properly. However, there are several drawbacks in using income tax reports:

1. The records, of course, are filed in the Revenue Department at Raleigh, and are unavailable until after September 1.
2. The records are filed in four ways—by proprietorships, by partnerships, by domestic corporations, and by foreign corporations.
3. Foreign corporations must use average inventory figures.
4. Assets spread over several counties are totaled in these reports.
5. The trade and corporate names are often different. To identify them properly the assessor must know the name under which the return is filed.

Use of Insurance Reports

Using insurance reports is not recommended if other information is available. These reports are required by some insurance companies on a monthly basis, and a December 31st report can be useful in determining inventory values. In using these reports, the assessor should check for percentage of co-insurance.

Book Value Only Starting Point

After the assessor has obtained the book value of an inventory he is in a position to make the tax assessment of that inventory, remembering that book value is only the basic figure or starting point.

Unequal assessments—both as between taxpayers and as between real and personal property—result if it is not determined how the book value was calculated and what factors were considered in determining value, and if adjustments are not made accordingly.

Since accounting principles and methods differ, so do the definitions of "book value" from one business firm to another.

(Continued on page 16)

OPERATING EXPENSES

TYPE OF STORE	Cost	Gross Margin	Salaries (officers or proprietors)	Salaries (others)	Rent, light, heat, etc.	Advertising	Depreciation (except on buildings)	All other: donations, dues, insurance, debts, licenses, etc.	Total operating expense	Average inventory	Stock turnovers per year	Net Profit
Children & infant wear	68.	32.	9.	5.	7.	1.5	.5	5.	28.	27.	2 1/2	4.
Furniture	65.	35.	7.5	10.	6.	2.5	--	6.	31.	26.	2 1/2	4.
Sporting goods	72.	28.	4.	5.	3.	1.5	1.	6.5	21.	24.	3	7.
Farm equipment	82.	18.	3.	4.	2.	1.	1.	5.	16.	41.	2	2.
Variety	66.	34.	6.	8.	7.		1.	7.	29.	22.	3	5.
Service station	77.	23.	6.	7.	3.	.5	.5	4.	21.	4.	*18	2.
Flower shop	53.	47.	12.	11.	7.5	1.5	1.	11.	44.	4.4	12	3.
Office supplies, etc.	65.	35.	6.	13.5	3.5	1.	--	5.	29.	22.	3	6.
Grocery	84.	16.	6.	4.	2.5		.5	1.5	14.5	7.	12	1.5
Men's clothing	68.	32.	9.5	6.	6.	1.5	.5	4.5	28.	34.	2	4.
Drug store (independent)	67.	33.	8.	9.	4.		1.	5.	27.	16.75	4	6.
Shoe store	65.	35.	8.	7.	7.	2.	1.	4.	30.	32.5	2	5.
Women's ready to wear	68.	32.	10.	6.	6.	1.	.5	5.5	29.	17.	4	3.
Electric appliances - radio & TV	68.	32.	6.	9.	3.	3.		8.	29.	17.	4	3.
Gift & art shop	62.	38.	14	4.	9.	1.	1.	5.	34.	31.	2	4.
Jewelry - cash & open credit	60.	40.	9.	6.	5.	3.	1.	10.	34.	60.	1	6.
Hardware	71.	29.	7.	9.	3.	1.	1.	5.	26.	35.5	2	3.
Book store	65.	35.	8.	7.	8.	2.	1.	6.	32.	21.7	3	3.
Farm supply	86.	14.	3.	4.	1.5	.5	.5	2.5	12.	71.7	12	2.
Automotive (wholesale)	73.	27.	4.	12.	.3	.5	.7	8.5	26.	52.	3	2.6

(*) Gas - 30
Other - 7

Position Classification And Pay Plan

(Continued from page 11)

adopting standardized pay plans in North Carolina this year.

A position classification without a modern and competitive pay plan is of limited value. Conversely, a pay plan which does not reflect the differences in duties and responsibilities of the various classes of positions as determined by an up-to-date position classification plan is of limited value. The objective of "equal pay for equal work" is dependent upon both a position classification plan and a pay plan. Accordingly, a position classification plan and a pay plan should be inseparable parts of a city or county personnel program.

Words of Warning

In this brief consideration of the what, how, and why of position classification and pay plans it has been impossible to consider all aspects of the preparation, adoption, and maintenance of position classification and pay plans. Many important points have been ignored. Five warnings are in order.

First, position classification and pay plans, like other tools, will soon become out-of-date. Like all of life, positions change. Employees come and go and their duties change. The cost of living changes. All of these factors can work to outdate the very best classification and pay plans. This fact must be recognized when the classification and pay plans are first adopted, and some employees or employee should be trained during the initial survey to keep the plans up-to-date. Following the adoption of the plans, the trained employee should be made responsible for doing the work necessary to keep the plans up-to-date.

Second, don't undertake a position classification and pay plan survey unless an overwhelming majority of your governing board are aware of the objectives and the procedures to be followed and sincerely believe that they want to adopt a position classification and pay plan for your governmental unit. When the classification and pay plan are received, refer them to a committee in order that they may be studied carefully and thoroughly understood before they are presented for adoption.

Third, don't attempt to install a new classification and pay plan unless you have funds which can be used to correct injustices. Employees receiving less than the new minimum should be raised immediately to the new minimum. Other employees whose salaries are within the minimum and maximum range but not on a listed rate should be raised to the next highest listed rate.

Fourth, no employee should receive a cut in salary as a result of the transition to the new classification and pay plan. Employees being paid at a rate above the maximum rate assigned for the class should remain at their present salary as long as it is above the minimum rate. It is impractical to attempt to correct all of the errors of the past at one time. To reduce the salary of the few employees who, due to continued service, failing health, favoritism, or error, are now above the maximum for their salary range, usually fosters such widespread fear and dissension as to jeopardize the adoption of the new classification and pay plan.

Fifth, up-to-date position classification plans and compensation plans will not solve all of a governmental unit's personnel problems. Position classification and pay plans are only one of the recent developments in public personnel administration in North Carolina. Wider adoption of the city manager form of government, recognition that certain personnel functions should be the full-time or part-time duty of a trained staff employee close to the principal executive officer, adherence to minimum mental and physical standards for the employment of fire, law enforcement, and some other classes of employees, greater emphasis on training of both employees and supervisors, higher salary scales, written personnel policies, and improved retirement benefits—all are important in making city and county government more desirable employment, in raising the standard of performance, and in increasing governmental efficiency. When considered with these other recent developments, position classification and pay plan can be seen in a broader perspective as one of the cornerstones of good city and county administration.

Summary

What is position classification? Position classification is a tool to aid employer and employee to see each job or position individually and also to see the relationships between each position and every other position in the organization. A position classification plan consists of (1) a list of all the classes of positions which have been established, (2) the arrangement of each class of positions according to the level of responsibility of the positions in the class, (3) written class specifications for each class of positions, (4) the names of all employees with the titles of the positions which they occupy, and (5) a procedure for keeping up-to-date the position classification plan.

How are position classification plans prepared? Position classification plans are prepared by securing detailed information about each position. Positions are then grouped according to the kind of work, the level of difficulty and responsibility, and the qualifications required. Similar positions are grouped into classes which are given the same descriptive title, and the same minimum qualifications. The positions grouped together in a class are described by what are called class specifications which are written statements including a class title, distinguishing characteristics, typical duties, and minimum qualifications.

Why adopt a position classification plan? As organizations increase in size and complexity, some tools are needed in order to comprehend the duties of each employee. Knowledge of each job and its relationships with other positions is necessary for planning organization, recruiting or promoting employees, assigning work, and evaluating performance as well as compensating employees.

What is a pay plan? A pay plan is a list of job titles and a list of the amount of money which will be paid at the end of a prescribed pay period to the persons holding the job titles. An increasing number of pay plans provide for a minimum and maximum salary and a number of intervening steps for each salary range. The pay plan may also provide for the frequency of payment, the amount of hours or days each employee must work, and how employees may advance within the range established for their class of positions.

How is a pay plan prepared? Salary data must be secured from a number of private and public employers. Numerous policy decisions must be made as to the desired level of the pay plan, the uniformity of the pay plan, and the mechanics of the pay

plan. After these decisions have been made, the comparative salary data can be used to guide the merging of the classification levels and the ranges of the pay plan. Then the cost of installing the classification and pay plan can be calculated and the ordinance or resolution prepared.

Why adopt a pay plan? The objective of the pay plan is to improve the efficiency of each individual employee and of the governmental unit as a whole. A pay plan, which provides competitive salaries, appears just to employees, encourages improved and outstanding performances, and rewards faithful service, will improve employee morale and operating efficiency.

A position classification plan without a modern and competitive pay plan is of limited value. Conversely, a pay plan which does not reflect the differences in duties and responsibilities of the various classes of positions as determined by an up-to-date position classification plan is of limited value. The objective of "equal pay for equal work" is dependent on both a position classification plan and a pay plan. Both are inseparable parts of a governmental personnel program.

Clearinghouse

(Continued from page 2)

only members of the Association who will be given the right to vote.

3. Four officers are required by the constitution, and their places were filled as follows for the coming year: President, W. F. Hester of Guilford County; Vice President, T. M. Condon of Hertford County; Secretary, Eugene T. Morris of Davidson County; and Treasurer, Mrs. Estelle Wicker of Moore County.

4. There is to be an executive committee composed of the officers of the Association, ex officio, and one member from each congressional district to be named by the president. Since the meeting President Hester has named the following persons to that committee: First District, Harold Allred of Pitt County; Second District, Milton G. Williams of Lenoir County; Third District, F. W. McGowen of Duplin County; Fourth District, J. C. Ellis of Nash County; Fifth District, Fred C. Perry of Forsyth County; Sixth District, D. K. Muse of Alamance County; Seventh District, T. D. Love of New Hanover County; Eighth District, A. P. Guyer of Montgomery County; Ninth District, James H. Sherrill of Caldwell County; Tenth District, Rufus A. Grier of Mecklenburg County; Eleventh District, Max Hamrick of Cleveland County; and Twelfth District, Curtis Newman of Henderson County.

5. The annual meeting of the Association will continue to be held at the Institute of Government. In addition, the Association voted to accept the invitation of the State Association of County Commissioners to meet with that Association in Raleigh in June 1957.

The Association voted unanimous approval of the 1957 legislation program developed by its legislative committee. A summary of that program appears elsewhere in this issue of POPULAR GOVERNMENT. A more detailed analysis was published in PROPERTY TAX BULLETIN #14, November 1956.

President Hester has named the following county tax supervisors to serve as the Association's legislative committee for the coming year: C. Bryan Aycock of Wayne (chairman); J. Curtis Ellis of Nash; D. K. Muse of Alamance; Fred C. Perry of Forsyth; and W. J. Haselden of Iredell.

Resolutions were adopted extending sympathy to the families of two recently deceased members: M. L. Laughlin of Edgecombe County and Miss Flora Wyche of Lee County.

School Held for County Attorneys

Attorneys from 28 counties together with a number of other county officials attended the annual two-day School for County Attorneys at the Institute of Government on October 26 and 27.

The first session on Friday afternoon included a discussion by Henry W. Lewis of the Institute staff on preparation for revaluation, and an explanation of the 1957 county legislative program by Dal L. Alford, Jr., President of the State Association of County Commissioners.

Attorney General George B. Patton discussed the Pearsall Plan at the Friday evening session, which was attended by around 50 people. Judge Patton paid particular notice to the school assignment law and the problems of interpretation arising from it, and he offered all attorneys for boards of commissioners and boards of education the help of his office in solving the problems they may have to face. The evening session was preceded by a barbecue supper in the basement of the new Institute building.

The final session on Saturday morning included a discussion by Alex McMahon of the Institute staff on the limitations on the power of boards of commissioners to spend money, and a discussion by George H. Esser, Jr., also of the Institute staff, on the tort liability of counties and county officials.

Retiring officers and past presidents of the Association of County Tax Supervisors (left to right): T. M. Condon, Hertford; F. W. McGowen, Duplin; R. A. Grier, Mecklenburg; W. F. Hester, Guilford; C. Bryan Aycock, Wayne; and P. G. Cain, Bladen.

Books of Current Interest

Accident Prevention

THE ACCIDENT SYNDROME: The Genesis of Accidental Injury; A Clinical Approach, *by Morris S. Schulzinger. Springfield, Illinois: Charles C. Thomas, Publisher, 1956. 234 pp. $6.50.*

Here are described the results of an unusual 20-year study of 35,000 consecutive accidents treated by the author in his private practice. Numerous new facts are presented, some old theories are seriously questioned, various concepts of accident causation are discussed, and a new approach towards accident prevention is suggested.

Police Work

POLICE DRUGS, *by Jean Rolin; translated, with a Foreword, by Laurence J. Bendit. New York 16: Philosophical Library, Inc., 15 E. 40th Street, 1956. 194 pp. $4.75.*

After a historical account of the principal stupefying drugs and their uses (including criminological experiments with them in America), the author goes on to consider the somewhat dubious benefits derived from the use of such drugs in psychiatry and potentially in judicial investigations. He then examines the medico-legal problem and the moral aspects, comparing these drugs with the medieval use of torture. A final chapter discusses possible steps to be taken to enlighten public opinion, and thus to establish safeguards.

POLICEMAN'S LOT, *by Harry Söderman. New York 10: Funk & Wagnalls, 153 E. 24th Street, 1956. 388 pp. $5.00.*

In addition to being one of the world's major criminologists, Harry Söderman is a masterful storyteller. In this book, which conforms to none of the familiar formulas of a detective's memoirs, he recounts with relish and gusto dozens of cases, many of which never made the front pages of any newspaper in any language but which represent the day-by-day lot of the man who accepts the responsibilities of police work and detection. There is also much criminal history in these pages. The whole saga is told with a highly personal and human touch; the author writes out of a deep concern for human beings, whether friends or felons, and with the experienced criminologist's hatred of the violences of crime.

Traffic Law

RIGHT OF WAY IN TRAFFIC LAW ENFORCEMENT, *by Edward C. Fisher. St. Louis: Thomas Law Book Company, 1956. 265 pp. $7.50.*

The author writes about one of the basic rules of the road and one of the greatest causes of urban traffic fatalities. The book is an effort to draw the attention of the public to the legal duty of the motorist in a right-of-way situation and to make more intelligible to the traffic officials the laws governing right-of-way situations. Only through strict enforcement can we arrive at the ultimate goal of preventing accidents involving right-of-way. The book adds much to the literature on our ever-increasing traffic problem.

Economic Survey

PREPARING YOUR CITY FOR THE FUTURE: How to Make an Economic Study of Your Community (Technical Bulletin No. 29), *by Robert Garrabrant. Washington 6, D. C.: Urban Land Institute, 1956. 27 pp. $2.50.*

This is more a report on why, what to include, and in what way to present an economic survey than how to carry it through. This approach is in line with the author's feeling that "in actual practice only a small community with a relatively simple economy can expect realistically to carry through a study of this kind on a 'do-it-yourself' basis. In most cases outside technical help will be required." The chief value of this publication will be to the community contemplating an economic survey, that wants to know more about what such a study entails. As a further guide to such communities a list is provided of community economic reports published during the last ten years. Six of these are reviewed in some detail to illustrate the possible "variations in approach, treatment, and purpose" in the development of such studies.

County Government

MODEL COUNTY CHARTER. *New York 21: National Municipal League, 47 East 68th Street. 1956. $1.50. Pages 109.*

This is the latest of the Model Laws published by the National Municipal League. As the title indicates, it is a model charter, which could either be adopted by a home rule county, or followed by a state legislature in providing an optional form of county government. It provides for a "county council" as the county governing body, which in turn appoints a county manager; the manager appoints and removes all county employees and appointive administrative officers, and directs and supervises the administration of welfare programs, health programs, recording of deeds and other instruments, maintenance of law and order, construction and maintenance of public works, and the business side of school operations. By providing for a centralized county operation, in lieu of the decentralized operation typical of county government today where administration is largely the responsibility of independent boards and elected officers, the model charter follows the pattern already adopted in a few pioneer counties, and may well point out the road of future county organizational developments.

Books Received

SOCIAL SECURITY AND PUBLIC POLICY, *by Eveline M. Burns. New York 36: McGraw-Hill Book Company, Inc., 330 W. 42nd Street, 1956. 291 pp. $5.50.*

EPILEPSY AND THE LAW: A Proposal for Legal Reform in the Light of Medical Progress, *by Roscoe L. Barrow and Howard D. Fabing. New York 16: Harper & Brothers, 49 E. 33rd Street, 1956. 177 pp. $5.50.*

THE AMERICAN SYSTEM OF GOVERNMENT (Fourth edition), *by John H. Ferguson and Dean E. McHenry. New York 36: McGraw-Hill Book Company, Inc., 330 W. 42nd Street, 1956. 757 pp. $6.75.*

THE INDUSTRIAL STRUCTURE OF AMERICAN CITIES, *by Gunnar Alexandersson. Lincoln 8: The University of Nebraska Press, 1956. 133 pp. $6.50.*

Assessing Business Inventories

(Continued from page 12)

Inventory values are used for purposes other than taxes, and book values may include goods in transit, foreign imports in the original package, and other goods exempted from taxation by state law. In most cases the taxpayer will explain these factors in making his list, but he some-

times neglects to give information essential for an equalized assessment.

Things to Watch in Using Book Value

Here are some of the things tax assessors run into when they use "book values" of merchandise inventories:

Some merchants take inventory at a retail price and discount the total by the average amount of mark-up to arrive at a so-called cost value. Others use the same method but use the after-Christmas-sale retail price, which is usually marked down drastically. After taking out the average mark-up under this approach they arrive at a figure much below cost.

Other merchants count merchandise and price items at their cost, and then discount the total value by varying percentages to allow for slow-moving items, obsolescence, and breakage. Some do not discount at all, but use full cost value.

Manufacturers frequently value their inventories of "finished goods" by using the cost of raw materials and direct labor only, and completely overlook the cost of indirect labor and manufacturing burden.

"Goods in process" are often valued without any labor or manufacturing burden. Only the cost of raw materials is considered.

Sometimes raw material values are discounted to allow for scrap and spoiled goods.

Most manufacturers' factory outlets use as book value the manufacturers' cost, not the cost to the factory branch. Sometimes they even eliminate the cost of merchandise present at the factory branch but not actually picked up on the factory branch books on January 1.

Contractors rarely record inventories as such on their records. They are usually listed on financial statements under such headings as "contracts in progress" or "accounts receivable," and the figures reflect labor as well as inventory values. With this system, materials on the job site and in warehouses will escape taxation.

Inventories of supplies, packaging materials, fuel, and other items not offered for sale or used directly in manufacturing frequently are not inventoried, but are expensed out and not entered on company books.

Sometimes federal and state taxes on specific items of merchandise, such as gasoline and beer, are not included as a part of the cost or value of the merchandise. In both examples taxes would represent a relatively large portion of the value.

The Assessor's Attitude Toward Book Value

In looking at the various ways a business firm can arrive at the book value of its inventories, it is easy to see the importance of the tax assessor's knowing what "book value" represents. If he accepts the figure turned in without an explanation of it he can make unequal assessments.

Experience has shown that a taxpayer will cooperate and be less dissatisfied with the local assessment program if he knows he is being treated like everyone else in the county.

To have confidence in a tax supervisor's office, a taxpayer must know that all taxpayers are required to give substantially the same information and that the office is making an honest effort to arrive at equitable assessments. Once this point is made —that everyone is being treated alike —complaints from taxpayers become fewer.

The Staff

of the

Institute of

Government

wishes

All Its Friends

Throughout the

State a

Merry Christmas

and a

Happy and

Prosperous

New Year

Publications For Sale

(Continued from other side)

County salary determination and administration in North Carolina, by Donald B. Hayman. 1952. $0.50; $1.00 out-of-state.

Driver education in high schools; an inquiry into costs, results, and related factors, by Edward Lane-Reticker. 1953; reissued, 1956. $0.75.

Handbook of North Carolina state agencies. 1955. $5.00.

North Carolina materials on family law supplementing Compton, Cases on domestic relations, by Roddey M. Ligon, Jr. 1955. $4.00.

Public libraries in North Carolina: proceedings of the First Trustee-Librarian Institute, March 22, 1952, edited by George H. Esser, Jr. 1952. $1.00.

Report on the 1953-55 Commission on Reorganization of State Government, by Robert E. Giles. 1955. $0.50.

The reports of the 1953-1955 Commission on Reorganization of State Government. [1955] 8 reports in 1 volume. $2.00.

State v. Roman: an investigative masterpiece. (The law enforcing officer, vol. 1, no. 4.) 1952. $0.25.

Stream pollution in North Carolina, by Philip P. Green, Jr. and others. 1951. $1.00.

Study of administrative procedure before examining and licensing boards in North Carolina, by Max O. Cogburn and Ernest W. Machen, Jr. 1953. $2.00.

Summary of 1951 legislation [of the] General Assembly of North Carolina. [1951] $1.50.

Summary of 1953 legislation [of the] General Assembly of North Carolina. [1953] $2.50.

Summary of 1955 legislation [of the] General Assembly of North Carolina. [1955] $2.00.

Title examination in North Carolina, by Charles T. Boyd. [1946] $1.00.

The story of the Institute of Government, by Albert Coates. 1944. Free.

Publications for Sale

The following Institute of Government publications are currently available for sale to interested citizens, libraries, and others. Orders should be mailed to the Institute of Government, Box 990, Chapel Hill.

Bulletins

County finance bulletins:

- #1 County federal excise tax exemptions. 1952. $0.25.
- #4 An explanation of budgetary and accounting procedures prescribed by the new County Fiscal Control Act. 1955. $0.50.
- #6 Accounting for welfare funds. 1956. $0.50.
- #7 Budget information for 1956-57. 1956. $0.25.

A directory of planning and zoning officials in North Carolina. 1955. $0.25.

Municipal finance bulletin:

- #1 An explanation of budgetary and accounting procedures prescribed by the new Municipal Control Act. 1955. $0.50.

1951 legislation affecting property and dog tax administration. 1951. $0.50.

Property tax bulletins:

- #1 1951 county tax rates. 1952. $0.50.
- #2 The Office of Tax Supervisor: listing and assessment machinery in North Carolina. 1952. $0.50.
- #4 How does your county stand? 1953. $0.50.
- #5 1953 legislation affecting property tax administration. 1953. $0.50.
- #6 Property tax assessment notes from other states. 1953. $0.50.
- #7 Amendments to the listing and assessing provisions of the Machinery Act of 1954. $0.50.
- #8 Allowing discounts for the prepayment of property taxes. 1954. $0.50.
- #9 Amendments to the tax collection provisions of the Machinery Act of 1939. 1954. $0.50.
- #10 Collecting property taxes from persons and property in North Carolina outside the taxing unit. 1955. $0.50.
- #11 1955 legislation affecting property tax administration. 1955. $0.50.
- #12 How does your county stand? Second report. 1955. $0.50.
- #13 The reduction, release, compromise, and refund of county and city property tax claims—revised. 1955. $0.50.

Purchasing bulletins for local government, monthly: #1, October 1955—. $1.00 a year: $0.25 single copy.

Guidebooks

Administrative procedure: occupational licensing boards.

Cooperative agricultural extension work in North Carolina, by John Alexander McMahon. 1955. $0.50.

County commissioner responsibility in budget making and administration, by John Alexander McMahon. 1954. (A companion study of County finance bulletin #4). $1.50.

The foreclosure of city and county property taxes and special assessments in North Carolina, by Peyton B. Abbott. 1944. $2.50.

Guidebook for accounting in cities, by John Alexander McMahon. 1952. $2.00.

Guidebook for accounting in small towns, by John Alexander McMahon. 1952. $1.50.

Guidebook for county accountants, by John Alexander McMahon. 1951. $2.00.

Guidebook for county and precinct election officials, by Henry W. Lewis. 1956. $0.50; $1.00 out-of-state.

Guidebook for wildlife protectors, by Willis Clifton Bumgarner. 1955. $2.00.

Guidebook on the jurisdiction of the State Highway Patrol, by Ernest W. Machen, Jr. 1951. $0.50.

Investigation of arson and other unlawful burnings, by Richard A. Myren. 1956. $1.50.

Law enforcement in forest fire protection, by Richard A. Myren. 1956. $1.00.

Municipal budget making and administration, by John A. McMahon. 1952. (A companion study of Municipal finance bulletin #1). $1.50.

Notary public guidebook, by Royal G. Shannonhouse and W. C. Bumgarner. 1956. $2.00.

Preparation for revaluation, by Henry W. Lewis. 1956. $5.00.

Public school budget law in North Carolina, by John Alexander McMahon. 1956. $1.50.

Public welfare programs in North Carolina, by John A. McMahon. 1954. $1.50.

Sources of county revenue, by John Alexander McMahon. 1954. $1.00.

Sources of municipal revenue, by John Alexander McMahon. 1953. $1.00.

Traffic control and accident investigation, by the Federal Bureau of Investigation. 1947. $1.00.

LAW AND GOVERNMENT
(Succeeding Law and Administration)

The General Assembly of North Carolina—organization and procedure, by Henry W. Lewis. 1952. $1.50.

The law of arrest, by Ernest W. Machen, Jr. 1950. $1.50.

——— Supplement. 1955. Free.

The law of search and seizure, by Ernest W. Machen, Jr. 1950. $1.50.

Legislative committees in North Carolina, by Henry W. Lewis. 1952. $1.50.

The school segregation decision, by James C. N. Paul. 1954. $2.00.

Social security and state and local retirement in North Carolina, by Donald B. Hayman. 1953. $2.00.

Zoning in North Carolina, by Philip P. Green, Jr. 1952. $3.50.

Special Studies

County privilege license taxes in North Carolina . . ., by George H. Esser and John Webb. 1956. $0.75.

Forms of city government in North Carolina, by George H. Esser, Jr. 1955. $0.75.

North Carolina old age assistance lien law, by Roddey M. Ligon, Jr. 1955. $0.75

Problems involved in separating the Prison System from the State Highway and Public Works Commission, by V. L. Bounds. 1953. $0.50.

A report to the Forsyth Board of County Commissioners and the Winston-Salem Board of Aldermen concerning county-city financial relationships, by John Alexander McMahon and George H. Esser, Jr. 1955. (A companion study of A Study of Seven Large Counties and Seven Large Cities.) $2.50.

Salaries, working hours, vacation, and sick leave of county employees in North Carolina, by Donald B. Hayman. 1956. $1.00.

Statutory limits on city license taxes in North Carolina, by George H. Esser, Jr. and John Webb. 1956. $2.00.

A study of seven large counties and seven large cities, by John Alexander McMahon. 1955. (A companion study of A Report to the Forsyth Board of County Commissioners and the Winston-Salem Board of Aldermen Concerning County-City Financial Relationships.) $2.50.

General Publications

Calendar of duties for city officials, 1956-57. 1956. $0.50.

Calendar of duties for county officials, 1956-57. 1956. $0.50.

Changes in the motor vehicle laws of North Carolina, Chapter 20 of the General Statutes, enacted by the General Assembly of 1955, by Edward Lane-Reticker. 1955. $1.00.

Coroners in North Carolina: a discussion of their problems, by Richard A. Myren. 1953. $1.50.

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